

EMPLOYMENT AND TRAINING ADMINISTRATION ADVISORY SYSTEM U.S. DEPARTMENT OF LABOR Washington, D.C. 20210	CLASSIFICATION Workforce Information
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ADVISORY: TRAINING AND EMPLOYMENT GUIDANCE LETTER NO. 39-14, Change 1

TO: STATE WORKFORCE AGENCIES
STATE WORKFORCE ADMINISTRATORS
STATE LABOR COMMISSIONERS
STATE AND LOCAL WORKFORCE BOARD CHAIRS AND DIRECTORS
STATE WORKFORCE LIAISONS
STATE LABOR MARKET INFORMATION, WORKFORCE
INFORMATION, OR RESEARCH DIRECTORS

FROM: PORTIA WU /s/
Assistant Secretary

SUBJECT: Program Year (PY) 2015 Workforce and Labor Market Information Grants to States (WIGS): Policy and Program Guidance, Deliverables, and Formula Allocations

1. **Purpose.** To rescind TEGL 39-14 and replace it with TEGL 39-14, Change 1. Change 1 clarifies in Section 6c and in Attachment 2, Other Requirements—Data Collection (attachment page 4) that when a grantee conducts ETA data collection activities in an alternative manner from BLS technical standards and methodologies, they are requested to document and submit a defensible rationale to the appropriate ETA regional office, but they are not required to obtain advance approval from that office. The remainder of the TEGL remains unchanged.

2. **References.**

- Paperwork Reduction Act (PRA) of 1995, Public Law (Pub. L). 104-13 and 44 U.S.C. 3501-3520;
- Rehabilitation Act of 1973, Section 508 as amended (29 U.S.C. 794d);
- Wagner-Peyser Act, Sections 3, 10(c), and 15 (29 U.S.C. 49b, 49(i)(c), and 49(l)(2)), as amended by the Workforce Innovation and Opportunity Act;
- Workforce Innovation and Opportunity Act (WIOA) Section 308 (Pub. L. 113-128);
- Training and Employment Guidance Letter (TEGL) No. 29-14, April 27, 2015, *Workforce Innovation and Opportunity Act (WIOA) Adult, Dislocated Worker and Youth Activities Program Allotments for Program Year (PY) 2015; Final PY 2015 Allotments for the Wagner-Peyser Act Employment Services (ES) Program Allotments; and Workforce Information Grants to States Allotments for PY 2015;*
- TEGL No. 19-14, February 9, 2015, *Vision for the Workforce System and Initial Implementation of the Workforce Innovation and Opportunity Act;*

RESCISSIONS TEGL 39-14	EXPIRATION DATE Continuing
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- TEGL No. 15-14, December 19, 2014, *Implementation of the New Uniform Guidance Regulations*;
- TEGL No. 03-14, July 30, 2014, *Implementing a Job-Driven Workforce System*;
- TEGL No. 23-13, April 28, 2014, *Program Year (PY) 2014 Workforce Information Grants to States (WIGS): Policy and Program Guidance, Application Instructions, and Formula Allocations*; and
- Training and Employment Notice (TEN) No. 19-14, Change 1, *Announcing the publication of the Workforce Innovation and Opportunity Act (WIOA) Notices of Proposed Rulemaking (NPRMs) in the Federal Register*.

3. **Labor Market Information in WIOA.** Workforce and Labor Market Information (WLMI) is cited throughout the new WIOA legislation, as is the requirement to provide training for “in-demand industries and occupations,” which can only be identified through the analysis of WLMI. The law heightens the focus on workforce and labor market information’s role in state, local, and regional data-driven planning, and service delivery design for job seekers and businesses. To ensure America’s workers are equipped appropriately to improve their career prospects and secure their economic prosperity, WIGS are an essential component in supporting these informed decision-making efforts through the provision of data, research and tools.

The Employment and Training Administration (ETA) published guidance sharing a vision for WIOA implementation, TEGL No. 29-14, which highlights that “State and local leaders ensure investments in employment, education and training programs are evidence-based and data-driven...State and local areas provide robust, validated data to inform strategy, operations, and evaluations.” Furthermore, the vision for excellent customer service that One-Stops/American Job Centers (AJCs) will provide to jobseekers, workers, and business includes “high-quality, integrated data [*that*] informs policymaker, employer and job seeker decision making...” This increased emphasis on, and attention to, WLMI means that the products and deliverables from the WIGS are increasingly valued, and WIGS grantees should seek to be engaged in WIOA transition planning within their states to inform policymakers of the information, analysis, and technical support that you can offer to assist the state in meeting its goals and vision.

Five Notices of Proposed Rulemaking (NPRMs) for implementation of WIOA have been issued as described in TEN No. 19-14 which directs individuals to www.regulations.gov to share comments on the specific proposed rules. The comment period closed June 15, 2015. Generally, the provisions of WIOA take effect July 1, 2015. ETA will issue Final Regulations in 2016.

4. **Fund Allotments, Goals and Objectives.** ETA is awarding \$32,000,000 in PY 2015 for WIGS. ETA will distribute a total of \$176,800 to Guam and the Virgin Islands, and allocates the remaining \$31,823,200 by formula to the states, the District of Columbia and Puerto Rico. For the formula group, 40 percent is distributed equally and the remaining 60 percent is distributed based on each jurisdiction’s relative share of the civilian labor force for the 12-month period ending September 2014. **Attachment 1 shows the allocations.** Hereafter, we use the term “state” to also include the District of Columbia and the territories.

Each year ETA funds these WIGS and specifies grant requirements. The main body of this TEGl describes required, encouraged and other allowable activities. **Attachment 2 summarizes WIGS requirements, and includes important administrative details that are not covered in the body of the guidance, such as deadlines and submission requirements for grant deliverables.**

5. **Required, Encouraged, and Other Allowable Activities.** State workforce agencies use WIGS to develop and disseminate essential state and local WLMI for a range of customer groups: 1) job seekers; 2) businesses/employers; 3) workforce and labor market intermediaries, such as employment, school, and career counselors, and case managers at AJCs, who help individuals find a job or make career decisions, or engage businesses seeking skilled workers; 4) program and service planners at educational institutions and community-based organizations; 5) policy makers, including state and local workforce development boards (WDBs); 6) partners, such as economic development entities and human resource professionals; and 7) other customers, including recipients of workforce development grants, researchers, commercial data providers, and the media. Grantees have considerable flexibility to meet customer needs, but must consult with stakeholders and prepare a variety of data products and tools.

Required products. Grantees must produce a database (*a* below) plus two main types of public products (*b* and *c* below). If the grantee does not produce a required deliverable, it must negotiate an extension and a revised submission schedule with the appropriate ETA regional office.

- a. **Workforce Information Database (WIDb).** June 30, 2016 is the due date for the states to complete the conversion to version 2.6. Accurate and reliable data are a cornerstone of the nation's workforce investment system. The WIDb includes the most important workforce-related data elements and defines them consistently, ensuring comparability across jurisdictions. Its variables include: employment projections; wages; information on occupational licenses, as well as data from national sources on educational programs; the locations of educational and training institutions; and contact information for all U.S. employers.

States must use WIGS funds to populate, maintain, and update the WIDb, and to provide related staff training. Grantees must implement and maintain the most current version (now 2.6) of WIDb and populate all designated core tables. The Analyst Resource Center Web site (www.workforceinfodb.org) describes all required data elements and helps grantees obtain maximum benefit from the WIDb. The National Crosswalk Service Center can help grantees recode their occupational data (as needed), and provides a repository for other types of crosswalks (515-242-5034 or www.xwalkcenter.org). ETA uses the WIDb to offer career information and guidance via CareerOneStop (www.careeronestop.org), ETA's suite of national electronic tools for students, parents, job seekers, labor market intermediaries, employers, and many others.

- b. **State and local industry and occupational employment projections.** These projections are the most frequently requested type of employment statistic besides the unemployment rate. Projections are used: to identify in-demand industries and

occupations for career guidance; to plan employment, education and training, and economic development programs; as supporting documentation to apply for Federal grants; and for many other purposes. The U.S. Bureau of Labor Statistics (BLS) funds national employment projections, but WIGS fund the state and local projections, produced by the states with assistance from ETA and BLS.

The employment projections requirements are described in the table following subsection c below and deadlines for these products are established by the Projections Managing Partnership (PMP), a state consortium. ETA's requirements do not differ between industry and occupational projections, but vary for long-term vs. short-term projections, and statewide vs. sub-state projections. ETA grantees who are unable to produce the required projections by the deadline prescribed by the state-led PMP must report this to the appropriate ETA regional office.

Grantees must use the methodology, software, and guidelines specified by the PMP to produce all projections. Additionally, states must use the Local Employment and Wages Information System (LEWIS), formerly the Estimates Data System (EDS), to provide the staffing patterns for sub-state projections. To meet these requirements, ETA encourages grantees to use WIGS funds to obtain training provided by the PMP (see <https://support.projectionscentral.com/>, click on "Online Training" at the top), ARC (see www.workforceinfodb.org) and other WLMI-related sources.

- c. **A statewide annual economic analysis report.** ETA regards state economic, workforce and labor market analyses as essential to strategic planning for WIOA and other workforce programs. ETA requires that WIGS grantees develop a comprehensive statewide economic analysis report of value to state policy makers, including the governor, state legislature, and state and local WDBs, and encourages its annual publication. However, ETA recognizes that conditions may not change sufficiently each year to necessitate an annual report, and gives states the discretion to determine their frequency. For years in which a comprehensive economic report is not issued, grantees must develop and publish other economic reports of value to state policy makers.

Grantees have broad discretion over the content of reports, but they should include analyses of labor market trends and challenges, at both the state and sub-state levels, on such topics as: employment growth or decline (actual and projected); unemployment and other labor market hardship indicators (such as low earnings); identification of growing and/or in-demand occupations and/or industries; other analyses of key sectors, important industries and any emerging occupations; and potential skill imbalances, mismatches or deficiencies, within the limitations of the available data.

The report also should provide information and analyses that can support workforce planning and the process of making policy decisions for workforce development, education, economic development and business engagement around sector strategies and career pathways initiatives, rather than being an academic exercise that is primarily accessible to, or of interest to, a research audience. Analyses included in the report should address the unemployed population, including the experiences, needs, and

challenges of the various special populations identified in the state's unified strategic plan.

ETA will not accept the following submissions for the economic analysis report or its substitute: 1) data tables alone; 2) job listings; 3) maps alone; 4) reports done by the grantee for BLS (e.g., news releases, employment situation reports, etc.); 5) reports solely funded by Federal sources other than WIGS; or 6) reports developed, prepared or published entirely by another entity.

Deliverable	Required, encouraged and other allowable activities	Due Date
Statewide <i>long-term</i>	Ten-year projections are required in odd-numbered calendar years.	June 30, 2016. Projection period 2014-2024
Statewide <i>short-term</i>	<ul style="list-style-type: none"> • Submission of 2-year projections is required each year. • ETA also encourages states to disseminate their short-term projections. • States may <i>also</i> produce longer projections (e.g., 3, 4 or 5 years). • ETA also encourages states to disseminate alternative projections. • ETA discourages development of 1-year projections. 	February 28, 2016 Projected to 2017 with a base year of 2015.
Sub-state <i>long-term</i>	10-year projections are required in even-numbered calendar years.	Not required this year, but will be a requirement for PY 2016 grants
Sub-state <i>short-term</i>	These are an encouraged, but not a required, activity.	NA
Work Force Information Database (WIDb)	PY 2015 is a transition year <u>for all states</u> to update to WIDb 2.6.	June 30, 2016.
WIGS PY 2016 Statewide Economic Analysis Report	States submit this report to the appropriate ETA regional office.	September 30, 2016
WIGS PY 2016 Annual Performance Report	States submit this report to the appropriate ETA regional offices. This report should include web-links to any additional economic and labor market reports and products.	September 30, 2016
WLMI Training for the Workforce System	ETA encourages, but does not require States to provide such training, for AJC and WDB staff.	Ongoing

Encouraged additional WLMI reports and products. ETA encourages grantees to produce other reports and data in addition to those specified above. Grantees have wide discretion in both the topics and presentation format. These reports should include accurate data, actionable information, and resources that enable job seekers, employers, staff in One-Stops/AJCs, state and local WDBs, and the workforce system to make informed decisions about the work-based learning, training, reemployment, and career pathways strategies that lead to worker advancement along a continuum of high demand, and higher wage jobs. Examples of such other products include: online self-service tools, and other occupational and career guidance resources for job seekers; industry- or occupation-specific research; data visualizations; job vacancy surveys; supply/demand analysis; reports based on analyses of real-time (job ads) data sources, and studies of topics of continuing interest, such as labor or skill gaps, mismatches, and deficiencies. ETA encourages grantees to review the reports issued by other states to obtain useful ideas (http://www.doleta.gov/performance/results/AnnualReports/annual_report.cfm).

Other allowable activities. ETA strongly encourages grantees to provide training and technical assistance about various types of WLMI and its uses to state and local WDBs, One-Stop/AJC partners, state Wagner-Peyser staff, WIOA program planners and policy makers, and other workforce system stakeholders. The purpose of this training is to assist stakeholders in using WLMI for data-driven program planning and informed decision-making. It also assists such staff to better identify and more rigorously report when participants receive WLMI services, to ensure that performance reports better measure the value and impact of WLMI. ETA also encourages grantees to leverage WIGS funds by expanding partnerships among the workforce system and education, training and economic development communities.

6. **Required Methods.** Grantees have considerable flexibility in conducting their work, but must meet certain methodological standards in collaborating with partners, consulting with customers, collecting data, disseminating statistics, maintaining data integrity, confidentiality, and security, and posting their products on the Internet.
 - a. **Partnerships.** In order to best serve their customers and optimize the Federal investment, grantees are to establish and maintain partnerships that grantees consider relevant and mutually beneficial. Such partnerships help to increase resources, improve program outcomes, and help WLMI data influence planning and program decisions.
 - b. **Customer consultation.** One of the key tenets of WIOA is meeting the needs of businesses and jobseekers, and Wagner-Peyser requires states to consult with customers, including employers, WDBs, education agencies, participants, students, and others, about the relevance of the WLMI collected and disseminated. WIGS grantees should consult with customers to ensure the workforce system is providing relevant and integrated information to support decision-making by state and local WDBs and other stakeholders. ETA does not dictate how this outreach is done, but suggests that it also be done in collaboration with other workforce system entities that are doing similar outreach such as business engagement or industry outreach staff at the state and local level. Grantees must document these consultations in their grant file and annual performance report.

- c. **Data collection and research methodology.** All ETA data collection activities must conform to BLS technical standards and methodologies, except when the grantee documents a defensible rationale for an alternative and submits the information to the appropriate ETA regional office. Information used in reports must: 1) be based in part on needs identified through customer consultations and product assessments; and 2) come from credible sources that meet professional standards. Multiple sources must be used, except when the report is based upon a single survey. Sources used must be clearly referenced and/or footnoted. Any additional methodologies employed and any variants encountered in the research must also be clearly described.
- d. **Publication requirements.** In order to maximize the availability of WLMI products, grantees must post grant-funded products, reports, and workforce information on their Web sites in a readily accessible manner (unless otherwise indicated), and meet standard Federal accessibility requirements (www.section508.gov). To meet this criterion, grantees may use WIGS funding to develop, maintain, improve, and/or host WLMI Web sites, virtual One-Stop products, and other electronic delivery systems. Grantees must also use the approved language in Attachment 3 on products or sites that are funded by WIGS. This language is repeated in Attachment 3 for convenience but is a standard requirement included in ETA grant award documents.
- e. **Information technology (IT) specifications.** To maximize its usefulness, any IT system or application developed with WIGS is to adhere to industry-standard, open architecture principles with documentation and software made available for use by other organizations for Federal governmental purposes. To enhance the reporting of the delivery of both virtual, in-person and hard copy WLMI services to customers, states are encouraged to work toward greater management information system (MIS) integration to capture WLMI services provided.

7. Application for Federal Assistance, Recordkeeping and Reporting Requirements.

- a. **Application forms.** To obtain PY 2015 WIGS funds, states must submit through www.Grants.gov the SF 424 (Application for Federal Assistance). The PY15 WIGS application submitted to the regional office must include a copy of both the SF 424 (at http://apply07.grants.gov/apply/forms/sample/SF424_2_1-V2.1.pdf) and SF 424A (at <http://apply07.grants.gov/apply/forms/sample/SF424A-V1.0.pdf>). See both “Action Required” in Section 9 below and Attachment 2 for deadlines and other requirements. ETA regional offices will review the applications and the national Grant Officer will issue a Notice of Obligation (NOO).
- b. **Other standard forms and files.** ETA requires grantees to complete ETA Form 9130 quarterly financial reports within 45 days of the end of each quarter. In addition, grantees must maintain their internal grant files in electronic format, and make these available upon request to ETA.
- c. **Expenditures.** By accepting WIGS funding, a state agrees to fulfill all work specified in this guidance, including submission of all deliverables by the established deadlines. ETA expects grantees to expend WIGS funds during the July 1, 2015 to June 30, 2016 period,

although carry-over is permitted. Grantees must expend the funds within a three-year period ending on June 30, 2018. During the performance period, the grantee and the ETA regional office may jointly adjust planned expenditures within the state's allotment. All WIGS expenditures must support the required and allowable activities, and conform to "reasonable," "necessary," and "allocable" costs specified in 2 CFR Part 200 and 2 CFR Part 2900 *Uniform Administrative Requirements Cost Principles, and Audit Requirements for Federal Awards* (see: <https://cfo.gov/cofar/#RUUG>). WIGS cannot be used to supplant funding from other Federal or State sources. Please contact your regional Federal Project Officer (FPO) for technical assistance and/or review refer to <http://www.etasmartraining.org/> for more information.

- d. **Annual performance report.** Grantees must submit an annual performance report to the appropriate ETA regional office within ninety days after the end of the applicable PY that summarizes all grantee activities, and lists the core deliverables and activities shown below, in the order indicated.
 - i. Workforce information database (WIDb)
 - ii. Industry and occupational employment projections
 - iii. Annual economic analysis and other reports
 - iv. Customer consultations
 - v. Activities undertaken to meet customer needs, including any training provided
 - vi. New tools and resources
 - vii. Efforts to create and support partnerships and collaborations
 - viii. Activities to leverage WLMI funding
 - ix. Recommendations to ETA for changes and improvements to future WIGS requirements
8. **Additional Resources.** ETA's LMI WIN-WIN Network community of practice (<https://winwin.workforce3one.org/page/home>) is the agency's principal repository of technical assistance resources to enhance customer and stakeholder use of WLMI. WIGS-funded products enhance the resources available to data users. These resources and other DOL/ETA online resources include the [Guide to State and Local Workforce Data](#), a directory of links to [state and local employment projections](#), and research pertaining to: skill shortages, mismatches and deficiencies; the identification of high growth and/or in-demand industries and occupations; and how to understand and use data for special populations, such as dislocated workers, individuals with disabilities, veterans, and Native Americans. ETA encourages the states to establish an Internet link somewhere on their LMI Web site to ETA's LMI WIN-WIN Community of Practice.
9. **OMB Approval.** To conform to the PRA, the President's Office of Management and Budget (OMB) has reviewed and approved this information collection (OMB Control Number 1205-0417), whose authorization expires March 31, 2017. Under 5 CFR 1320.5(b), an agency cannot conduct, sponsor, or require a response to a collection of information unless the collection displays a valid OMB Control Number.
10. **Action Requested.** As described in TEGL No. 29-14, to initiate the PY 2015 WIGS, state workforce agencies were required to submit the SF 424 to www.Grants.gov by May 30,

2015. Per the grant agreement, during the course of the year, grantees will provide the deliverables according to the requirements and timeframes outlined in Attachment 2.

11. Inquiries. For questions on grant requirements, contact the applicable ETA regional office. For financial management questions, contact: the applicable ETA regional office; Grants Management Specialist Sharon Carter at Carter.Sharon@DOL.gov; or national Grant Officer Thomas Martin at Martin.Thomas@DOL.gov.

12. Attachments.

1. Workforce Information Grants to the States, PY 2014 compared to PY 2015 Allotments
2. Consolidated Requirements for WIGS Grantees
3. Language for Grant Product Attribution and Intellectual Property Rights